

**REPUBLIC OF UGANDA
MINISTRY OF EDUCATION & SPORTS**

SIXTH EDUCATION SECTOR REVIEW

OCTOBER 22 – 26, 2001 - Kampala

CONSULTANT REPORTS

Prepared by :

Ms.Christine Kiganda (Ugandan Consultant)
Dr. Paul A. Hebert (U.S. Consultant)

Submitted by

**L.T. ASSOCIATES, INC.
1825 Eye Street, Suite 400
Washington DC, 20006**

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THE REPUBLIC OF UGANDA

MINISTRY OF EDUCATION AND SPORTS

SIXTH EDUCATION SECTOR REVIEW

**FINAL
AIDE MEMOIRE**

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ATTACHMENT

ANNEX 1: The Undertakings Cycle

ABBREVIATIONS AND ACRONYMS

ABEK	Alternative Basic Education for Karamoja
AfDB	African Development Bank
AIA	Appropriation in Aid
ANC	Annual School Census
BECCAD	Basic Education, Child Care, and Adolescent
BFP	Budget Framework Paper
BoG	Board of Governors
BTVET	Business, Technical Vocational and Training Department
CAOs	Chief Administrative Officers
CCTs	Centre Co-ordinating Tutors
COPE	Complementary Opportunity for Primary Education
DBCCS	Development Budget Commitment Control System
DEO	District Education Officer
DIT	Directorate of Industrial Training
DSE	District Secondary Education
EARS	Educational Assessment and Resource Services
ECE	Early Childhood Education
EFAG	Education Funding Agency Group
EMIS	Education Management Information Systems
ESA	Education Standards Agency
ESB	Education Sector Budget
ESCC	Education Sector Consultative Committees
ESIP	Education Strategic Investment Plan
ESR	Education Sector Review
FAWE	Forum for African Women Educationists
FEMSA	Female Educationists in Mathematics and Science in Africa
FPMWG	Financial Planning and Management Working Group
FUE	Federation of Uganda Employers
FY	Financial Year
GC	Guidance and Counseling
GoU	Government of Uganda
ICT	Information and Communication Technology
IDC	International Development Consultants
MEWG	Monitoring and Evaluation Working Group
MOES	Ministry of Education and Sports
MoFPED	Ministry of Finance Planning and Economic Development
MoLG	Ministry of Local Government
MTBF	Medium Term Budget Framework
MTEF	Medium Term Expenditure Framework
MUBS	Makerere University Business School
MUK	Makerere University Kampala
NAPE	National Assessment of Progress in Education

NCCI	National Council for Commerce and Industry
NCDC	National Curriculum Development Centre
NCHE	National Council for Higher Education
NGOs	Non-Governmental Organisations
NVTS	National Vocational Training System
OAG	Office of the Auditor General
OPEC	Organisation of Petroleum Exporting Countries
OUU	Open University of Uganda
PAU	Policy Analysis Unit
PBR	Pupil Classroom Ratio
PCR	Pay Change Reports / Pupil Classroom Ration
PETDP	Primary Education Teacher Development Programme
PGE	Promotion of Girls' Education
PPA	Priority Programme Areas
PPET	Post Primary Education and Training
PTC	Primary Teachers Colleges
PTR	Pupil Teacher Ratio
SFG	School Facilities Grant
SNE	Special Needs Education
SPMWG	Sector Policy and Management Working Group
SPM	Sector Policy Management
SWG	Sector Working Group
SWIPCO	Swiss Procurement Company
TDMS /P	Teacher Development Management System / Plan
TMM	Top Management Meeting
TOTs	Training of Trainers
ToR	Terms of Reference
UAES	University of Agriculture and Environmental Sciences
UBOS	Uganda Bureau of Statistics
UCC	Uganda College of Commerce
UMA	Uganda Manufacturers Association
UMI	Uganda Management Institute
UNEB	Uganda National Examinations Board
UNISE	Uganda National Institute for Special Education
UPE	Universal Primary Education
UPK	Uganda Polytechnic Kyambogo
UQA	Uganda Quality Authority
UQF	Uganda Quality Framework
USSIA	Uganda Small Scale Industry Association

Sixth Education Sector Review: October 22 – 26, 2001

Draft Aide Memoire

INTRODUCTION

1. Five Education Sector Reviews (ESR) have been conducted at six-monthly intervals since the sector-wide approach was introduced in April 1999. This October 2001 ESR is the 6th in the series and was preceded by a more comprehensive one in April 2001. In conformity with the agreed framework for Reviews this Review is a five-day, in-year event designed to recommend actions for the next stage of the planning and budgeting cycle. Although the Review has received and discussed reports on general performance in the sector in the past six months, in-depth discussion has been limited to four specific issues:
 - a) Assessment of performance against critical education sector indicators for the current school year (2001) and of undertakings agreed at the previous Review;
 - b) Review of budget performance in FY 2000/01 MTBF and, in the light of achievement of indicators, agreement, in principle, on allocations to sub-sectors and programmes over the next three years;
 - c) Discussion of the Draft Policy Framework for Disadvantaged Groups; and
 - d) Review of the findings and recommendations of the UPE tracking study and agreement on the way forward with regard to improved Public Expenditure Management.
2. Four significant achievements were noted in this review period:
 - a) Government's commitment to poverty alleviation through education continues to be evidenced by the high levels of budgetary allocations to education (30.5%) in general and to primary education (72%) in particular during FY 2000/01.
 - b) The Education Management Information System (EMIS) was established and put to immediate use to generate important education data that has assisted planning and prioritization during this Review.
 - c) The national recruitment drive for primary school teachers since May 2001 has resulted in an additional 10,515 teachers accessing the payroll.
 - d) Finally, the instructional materials procurement system has achieved improvement in the quality of basic learning materials, whilst at the same time reducing their unit cost by over two thirds.

This last achievement is tempered by the ongoing investigation of Cycle 8 procurement by the IGG and the Review is concerned that this investigation should be concluded as soon as possible to allow the procurement to proceed.

THE REVIEW TEAM

3. The Review benefited from the attendance of high profile national and international stakeholders in education in Uganda. The Review Team comprised officials from Funding Agencies and Diplomatic Missions; members of Parliament; top management and technical officers from the Ministry of Education and Sports and its affiliated institutions; from the Ministries of Finance, Planning and Economic Development; Public Service; Local Government; Agriculture; Health; officers from the President's Office and from the Office of the Prime Minister; District officials; representatives of Religious Institutions, Teachers'/ Headteachers'/ Directors'/ Principals' Associations; distinguished educators; Local Government Associations; Security Forces; NGOs; and the Private Sector.
4. A team representing Government and Funding Agencies wrote this Aide Memoire.

AIM, OUTPUTS AND OBJECTIVES OF THE 6TH EDUCATION SECTOR REVIEW

5. The broad aim of the 6th Review was to discuss strategic planning and budgeting issues, focus on the performance of the FY 2000/01 budget, projections for the FY 2001/02 budget and their impact on equitable access, improved quality and greater efficiency. The main outputs of the Review are the recommended actions for the next stage of the planning and budgeting cycle.
6. The objectives of the Review were to:
 - a) Discuss both recurrent and development expenditure performance in the FY 2000/01 with a view to assessing level of releases from MoFPED and the capacity of the Education Sector to utilise the funds.
 - b) Discuss the FY 2001/02 budget allocation of resources and expected physical outputs within the general MTBF FY 2001/02 – 2003/04.
 - c) Prioritise the available resources and provide guidance to the Education Budget Working Group to direct available resources to the highest priority areas within the ESIP framework.
 - d) Analyse and evaluate outputs and services delivered in the previous year, and discuss policy reforms and issues for sector performance to determine outputs and policies for FY 2002/03.
 - e) Review findings and recommendations of the UPE tracking study.
 - f) Discuss the draft policy framework for Disadvantaged Groups
 - g) Discuss the decentralised strategic plan and in particular the decentralisation of the MTBF in the districts of Rakai, Kumi, Masindi and Lira.
 - h) Agree on a broad Agenda for the April 2002 Review

OVERVIEW OF PROGRESS IN THE SECTOR

BUDGET PERFORMANCE FY 2000/01 AND MTBF FY 2001/02 – FY 2003/04

Introduction

7. The Financial Year (FY) 2000/01 budget was developed with the inputs from the Fifth Education Sector Review April 2001. The ESR provided guidance on the prioritization of programmes and the allocation of resources to the highest priority areas in the Sector. The Local Government budget framework papers, especially the Education Sector components, also proved critical in determining budget ceilings for District based programmes, i.e., School Facilities Grant (SFG), Universal Primary Education (UPE) Capitation Grant, Primary Teachers Colleges (PTC) wage, and Technical School and Institutes wage. Annual and quarterly work plans by activity were prepared for the development budget. This assisted in monitoring both the financial and physical performance of the projects by activity. The Commitment Control System (CCS) for the Development budget was also introduced to enlarge the previously introduced CCS for the Recurrent budget. The projects of the Poverty Action Fund (PAF) had 100% of funds releases guaranteed while the non-PAF projects had 70% of releases guaranteed by the MOFPED for FY 2000/01. The guarantee of funding aided the planning process as work plans were revised and funds released by the end of the financial year as per the rates guaranteed. The first year of the Medium Term Budget Framework [MTBF] (2001/02 – 2003/04) is the current financial year FY 2001/02.

FY 2000/01 Budget Performance

8. In FY 2000/01, a total resource of Shs. 445.92bn, including Shs.42.12bn of direct donor support, was allocated to the Education Sector. The outturn (funds released by the MOFPED) was Shs.366.bn of the total budget of Shs.403.79bn (excluding donor projects), resulting in a performance release of 90.9%. The decrease in the planned releases is due mainly to general budget cuts.
9. In terms of the Recurrent Budget, the total outturn for the expenditure is Shs.288.264bn against the budget of Shs. 313.239 involving a performance of 92.0%. The Primary Sub-sector, a Priority Program Area (PPA)/Poverty Alleviation Fund (PAF) area, performed at 90.5%, due to the under recruitment of teachers. Only 89.4% of the teachers' wage bill was released because fewer teachers accessed the payroll compared to the staff establishments in the Districts – see comments on strengthening the linkages between plans and budgets in para. 11 below.
10. The expenditure outturn for the Development Budget was 85.2% of the planned budget of Shs.90.55bn. (Shs.77.17 spent). The Sub-sectors recorded the following outturns: Primary – 87.2%, Secondary – 70.4%, Tertiary – 64.7%, BTVET – 65.2%. The "Others" Sub-sector had the highest outturn at 92.7%. Although the Primary Education Sub-Sector is a PAF and PPA area it did not perform at 100% because of the following: 1) Classroom Construction had an outturn of 98.6%. or Shs.48.304bn

released to the Districts. The difference of Shs.690m was re-allocated to the UPE Capitation Grant 2) The Teacher Development Management System (TDMS) Phases IV and V suffered late fund releases which affected actual performance by the end of the financial year 3) Textbook Procurement spent only Shs.9.206bn from a total Development budget of Shs.13.9bn or 67.7%. The delay in awarding contracts affected the implementation.

11. A review of the Recurrent and Development expenditures for FY 2000/01 produced the following issues:

- a) Linking planning, ESR undertakings and resource allocations would minimize the inconsistency between the planning figures and budgetary provisions and improve budget performance. It is recommended that there be closer coordination among key actors (i.e., MoFPED, MoES, MoPS, MoLG and Local Governments); to ensure that budgetary provisions are consistent with planned targets.
- b) Using average salary figures to budget for the teachers' wage bill at the national level does not properly match the projected number of teachers in each established post with the corresponding salary levels. This further contributes to the under performance of the wage bill.
- c) The sector budgetary provisions over the medium term should be planned in a holistic manner to reflect long-term cost implications of new policy initiatives;
- d) The budget performance of the local governments is provisional because it was based on releases as determined by cheques printed and not actual expenditure by Local Governments.

12. It was further noted that there is need to improve on the timeliness of releases to Local Governments. Late releases of educational conditional grants have meant that local governments have had insufficient time to carry out activities. In accordance with the Public Finance Act, Local Governments have therefore returned unspent money to Treasury at the end of the FY, thus raising speculation regarding the Education Sector's capacity to absorb funds that were hitherto committed. In order to address this problem, it is recommended that MOFPED:

- a) Expedites the process of amending the Public Finance Act to allow for inter-financial year savings to be rolled over to the Development budgets managed by the local governments, especially since the local governments use the accrual system of budgeting;
- b) Provides the 4th Quarter release in its entirety in April each year to those local governments that have met the accountability criteria;
- c) Releases funds to Local Governments that have met the accountability criteria, by 10th May. This should be the last release date in a FY.
- d) Considers providing supplementary releases to Districts that returned the committed but unspent funds, depending on satisfactory performance.

13. These recommendations should be operationalized with immediate effect and the MoES and the MoFPED should disseminate the information and provide guidance to Local Governments.
14. In terms of fund utilization capacity, the following were identified as the major causes of inadequate absorption of funds released to some Local Governments:
- a) The long tendering process to procure contractors under the SFG program;
 - b) Negative interference in the tendering process at all levels of Local Governments, and
 - c) Late releases of funds.
15. As for the effective resource utilization for SFG, it was observed that the SFG modality has so far proven to be the most appropriate delivery system. However, it was also noted that SFG had not delivered the targeted number of classrooms and that there is need to enhance the delivery capacity of the system in order to meet periodic planned targets in a timely manner. It is therefore recommended that there should continue to be monitoring of the roles and responsibilities of the various actors at Local Government level (i.e., District Tender Boards, Local Councilors, CAO, DEO) in light of the SFG Evaluation Guidelines of March 2001.¹

The Medium Term Budget Framework – FY 2001/02 – 2003/04

16. The resource allocation in the medium term continues to be output based and directed to the targets identified in the Education Strategic Investment Plan (ESIP) framework, subject to the ESR adjustments. A total of Shs.1,551.08bn is provided in the MTBF for the 3-year period. This amount is staggered as follows:

Table 1: Budget Ceilings for the MTBF FY 2001/02 – 2003/04 (SHS.BN)

	FY/2001/02	FY 2002/03	FY 2003/04	Total
(i) Recurrent Expenditure	351.753	396.839	440.238	1,188.83
- o/w Primary Teachers	155.56	177.863	198.290	531.71
- o/w Training of Primary Teacher	21.148	22.873	24.758	68.78
(ii) Development Expenditure	108.478	121.411	132.611	362.50
- o/w Primary Classroom construction	73.816	88.317	79.697	241.83
o/w Instructional Materials	16.449	22.235	27.607	66.29
Total	460.226	518.250	572.849	1,551.33

Source: MoES

¹ Effective resource utilization for SFG is recommended for the proposed National Conference agenda.

17. The Education Sector is expected to meet the following targets by FY 2003/04 within the ESIP framework:
- a) Pupil Teacher Ratio (PTR) of 40:1. Within the resources available the ratio of 44:1 is projected by the end of FY 2003/04;
 - b) Pupil Classroom Ratio (PCR) of 40:1. With the appropriate resources a ratio of 82:1 is projected;
 - c) Pupil Book Ratio (PBR) of 1:1. The funds available should be able to achieve a 3:1 ratio by FY 2003/04 for P.3 and P.4.
18. The budget performance continues to be impeded by cuts in releases from the MOFPED, particularly to the non-PPA/non-PAF areas of the Education sector. The Sector Group has helped to identify areas to focus on funding for the next three years. All Sub-sectors will be adequately represented in this group so as to ensure an appropriate distribution of resources within the general framework of the ESIP. The challenge remains to meet the ESIP targets, especially in the Primary Education Sub-sector. However, the Post-Primary Education and Training (PPET) funding is becoming more important than ever before as UPE pupils begin to graduate in numbers larger than the available places in post-Primary Institutions.
19. While considering plans for the period 2002/03 – 2004/05, it was noted that the following policy areas should be taken into account:
- a) Pay Reform Strategy,
 - b) Grading of primary schools since the original grading scheme has been overtaken by UPE,
 - c) Issues papers on PPET and Higher Education,
 - d) ICT policy for the education sector,
 - e) Draft policy for basic education for the disadvantaged children,
 - f) Strategic plan for public expenditure management,
 - g) Draft policy on physical education and sports,
 - h) Job evaluation of primary school teachers
 - i) Transferred Training Institutions
 - j) Establishment of a National Qualifications Framework
 - k) Strategies to improve teaching and curriculum delivery of science and technology at all levels.
20. In a review of Sector priority expenditure areas, it was noted that the priorities outlined in the ESIP will remain unchanged for the next three years (i.e., the national discretionary recurrent budget to the Education Sector should be at least 31%). Overall, sub-sectoral allocations will continue to be 65% for Primary and 35% for the other sub-sectors. Within the Primary sub-sector, budgetary provisions should be made under the TDMS program to cater for the training of S4 and S6 leavers (2,452 in number) recruited as untrained teachers during the period May to October 2001. The new policy initiatives (e.g., the establishment of community polytechnics and new public universities, increased intake in existing public universities, abolition of

cost-sharing in Tertiary institutions and expansion of Post-Primary Education and Training) should be linked to available resource allocations. They should also take into consideration the long term cost implications. Future and current needs of the transferred training institutions should be assessed in order to ensure priority human resource needs in the Health, Agriculture and Tourism sectors are met.

21. In view of the above, the Review noted the pressure on the MTBF and particularly the share therein of tertiary education, as increasing numbers of students are supported in Makerere University. The Review also observed that there would be increased pressure on tertiary education's share of recurrent costs as the new universities begin to enroll students.

PILOT DECENTRALIZATION OF THE MTBF

22. The decentralization pilot project of the Education Sector MTBF is being carried out in four Districts: Rakai, Kumi, Masindi, and Lira. The pilot project has offered the pilot Districts more discretion in the planning, budgeting and implementation of the UPE, SFG and Instructional Materials Grants as well as the Primary teachers wage bill. An assessment of the extent to which the pilot Districts have utilized the discretion extended to their Local Governments to relate planning to locally determined strategies has revealed a number of strengths and weaknesses in the implementation of the pilot project.

23. The strengths observed are the following:

- a) The decentralized MTBFs prepared by the four Local Governments were based on the respective District Development Plans approved by the relevant District Councils - this is likely to engender ownership and sustainability;
- b) The pilot Local Governments have been able to respond to their local development priorities, such as more teacher housing which would not have been possible under the SFG general Guidelines for other Districts;
- c) More realistic unit costs for classroom construction and District monitoring/supervision are being used which are lower than the standard unit costs provided by the MoES;
- d) The freedom to allocate the UPE grant funds to eligible expenditure categories has enabled schools to utilize the grant according to their individual priorities;
- e) Following the successful decentralization of the payroll management in Rakai, teachers can more easily gain access to or get deleted from the payroll.

24. The following weaknesses were also identified:

- a) The decentralized MTBFs are only based on central government transfers leaving out other resource inflows (direct donor contributions, local revenues, etc.);
- b) There is no linkage between the pilot decentralization of the Education Sector MTBF, which includes the Primary teacher wage bill spearheaded by the MoES

and the broader decentralization of the payrolls for all local governments currently utilized by the MoLG;

- c) The pilot Districts have not exploited the full potential of the greater discretion extended to them under the pilot arrangements;
- d) The MoES directive to the Local Governments concerned to revert to the use of the old UPE formula has constrained the discretion of the Local Governments;
- e) While the pilot Districts have received computers, the decentralization of the payroll management has been delayed due to the lack of proper software and inadequate staffing to manage a decentralized payroll.

25. As a result of the identification of the above weaknesses, the following recommendations have been made:

- a) The Pilot MTBF Decentralization Task Force should ensure that the implementation of the Education Sector MTBF is consistent with the GOU Fiscal Decentralization Strategy;
- b) The proposed monitoring and evaluation arrangements, including the role of a consultant and the schedule of monitoring visits by the Task Force, should be implemented;
- c) The Task Force, assisted by the consultant, will present a report on progress to the April 2002 ESR with recommendations regarding the future of the pilot project;
- d) On the basis of the Task Force report, the April 2002 ESR should decide whether to expand to more Districts;
- e) MOES should request support from EFAG for the consultancy if it proves difficult to meet the deadline for recruitment using government tendering procedures;
- f) The Pilot Districts should be encouraged to maximize the potential of the discretion they have been granted.
- g) The Local Governments, within their discretion, should recruit the required personnel staff to manage the payroll;
- h) Decentralized MTBFs should reflect all in-flows including central government transfers, direct donor support and local revenues;
- i) MoPS/MoLG should expedite the preparation of the action plan to decentralize the management of payroll, covering these activities: procurement of software, installation of software, training on the software, testing the software, operationalizing the software by July 1, 2002.

STATISTICS USED IN CALCULATING FIGURES INCLUDED IN THE ESSMR

26. The targets set for this academic year (2001) were assessed and, in the light of this, as well as the resources available and programmes being implemented, targets for next academic year (2002) were agreed. First consideration was given to the targets for the following year (2003) in order to set priorities and programmes for the next twelve months.

The data sets available to the Education Sector currently include:

- 2000 EMIS data;
- 2001 EMIS data (provisional);
- DHS Education Data (2001);
- National Service Delivery Survey (2001);
- Full Household Survey (1999/2000; 2001/02);
- UBOS Population Data 1990;
- MoH Population Data;
- MoPS Payroll Data;
- IMU Data on procurement and distribution of IM; and UNEB Data on Examination and Assessment (NAPE).

It was agreed that Gross Enrolments will be calculated using EMIS data (the annual school census) and UBOS population data. The Net Enrolment calculations will also use these sources of data but, until the population census has been completed, estimated to start off in 2002 and use will also be made of household survey data.

With regard to monitoring and developing the critical indicators (pupil:teacher ratio; pupil :textbook ratio; and pupil:classroom ratio), the following data will be used:

- a) PTR (for Government schools) – EMIS data will be used for enrolments and MoPs payroll data (March) will be used for numbers of teacher who have accessed the payroll.
- b) PCR (for Government schools) – EMIS data will be used for enrolments and the number of classrooms in use.
- c) PBR (for Government schools) – EMIS should be the source of data for the availability of books in schools. However, further work is needed to develop the EMIS instrument, and its use, to more effectively capture data on the number of textbooks in schools. In the meantime, IMU data on the procurement, distribution and use of textbooks will also be monitored.

The assessment of the critical indicators for 2001 is as follows:

PTR:55:1	-	Enrolments in Government schools 5,492,421 and teachers accessing the payroll 100,239 by April 2001.
PCR: 100:1	-	enrolments in Government schools 5,492,421 and total number of classrooms in use in Government schools 55,056 by April 2001.
PBR	-	Zero

In light of this assessment, the resources available and the programmes being implemented, the following targets for 2002 are recommended.

- PTR:49:1 - Enrolment in government schools estimated at 5,519,583 and 112,000 teachers accessing the payroll by April 2002.
- PCR: 92:1 - Total number of classrooms in use in Government schools: estimated at 60,000
- PBR: - Zero (new textbooks will not be delivered to schools until after the 2002 census has been completed)

The targets proposed for the following academic year 2003 (to be confirmed) are:

- PTR:44:1 - Enrolments in Government schools estimated at 5,547,48, and 125,000 teachers accessing the payroll by end April 2003
- PCR : 79:1 - Total number of classrooms in use in Government Schools estimated at 70,000
- PBR:3:1 - Maths, English, Social Studies, Integrated Science, and Religious Education and Agriculture P3 and P4 only.

There is a need to further develop the introduction and use of statistics in the sector. It is recommended that a small group be formed under the Monitoring and Evaluation working group to focus on:

- (i) Resolving the problem caused by the dual purpose of statistics in the sector for (a) monitoring performance and (b) delivering budget;
- (ii) Enhancing the data collection process to effectively capture more information on textbooks, classrooms, ages of school children and categories of schools (community schools, for profit schools, etc); and
- (iii) Expanding data capture to include a greater proportion of secondary schools, Post Primary Education and Training Institutes and Complementary Primary Education Centres.

This group should report to the Monitoring and Evaluation working group and through the ESSMR, to the April 2002 Review.

FUNDING AGENCY COMMITMENTS

27. Prior to the Review, the MoES invited EFAG members to indicate their commitments to education for the period covered by the next MTBF (2002/03 – 2004/05). The commitments made to date are:²

Table 2: Funding Agency Commitments

AGENCY	2002/03	2003/04	2004/05
DFID	\$21m	\$21m	\$21m
USAID	To commit later		
CIDA	\$1.5m	\$1.5m	\$1.5m
WORLD BANK	\$50m	\$ 50m	\$ 50m
NETHERLANDS	\$10m	\$10m	\$10m
IRELAND AID	\$2m	\$3m	
EU	\$5.14m	\$4.23m	

28. The commitments for FY 2002/03 will be confirmed by the time of the second Budget Call Circular in February 2002 and prior to the agreement of the annual budget for the next FY.

GENERAL PERFORMANCE OF THE SECTOR SINCE APRIL 2001

29. Previous Reviews have consistently tracked progress in three areas that are pivotal to education reform activities: the establishment of the Education Management Information System (EMIS), the construction of classrooms and the recruitment of teachers. The current Review recognizes that the Ministry of Education and Sports has largely resolved the obstacles that previously stalled the establishment of EMIS. The Ministry has now installed the EMIS at headquarters and 46 district offices, trained staff at both levels in its use and used it to prepare the Statistical Abstract and the Annual School Census data for 2001. With regard to classroom construction, the sector has also registered improvement. Between December 2000 and June 2001 70% of targeted classrooms, 81% of latrines and 70% of desks had been provided. Progress was largely constrained by the failure of districts to develop and adhere to annual work plans and to submit mandatory progress reports since June 2001. To address this setback the Ministry has recruited Engineering Assistants for districts and will engage a private firm to complement its efforts in monitoring the implementation of the SFG programme. Improvement was recorded in the pupil:classroom ratio from 106:1 in October 2000 to 100:1 in October 2001. Within the third pivotal area, Government has sustained its national recruitment drive for teachers initiated in October 2000. As a result of the concerted efforts of the Ministries of Education and

² The World Bank and, from 2003/04, DFID and AfDB, are contributing non-earmarked General Budget support against the implementation of the PRSC/PEAP policy matrix which includes Education's critical performance indicators. These three Agencies' contributions to the Education Sector Budget are therefore related to the percentage share of Government resources allocated to education (currently 31%).

Sports, of Public Service, and of Finance, Planning and Economic Development an additional 10,515 teachers accessed the payroll between May and September 2001.

30. Commendable progress has been registered in several other education sub-sectors. such as:

- sustaining funding for the education sector above 30% of the total national discretionary recurrent expenditure, and allocating 72% of that to primary education.
- Improving the quality of basic learning materials for primary schools while reducing their unit cost by over two thirds.

31. At primary level essential materials to guide community mobilization activities, the PGE initiative, and the development of a school Health and Sanitation strategy were produced and distributed. In support of Complementary Basic Education, the COPE and ABEK programmes were extended to 40 and 76 new learning centers respectively.

32. At Post Primary Education and Training (PPET) level, studies are being conducted with a view to preparing a comprehensive issues paper for April 2002 and a costed options paper for the October 2002 Review to consider. Within PPET the secondary education sub-sector has seen the rehabilitation of 50 secondary schools and is in the process of constructing an additional 9 seed secondary schools (3 were completed by last April) and 20 secondary school laboratories. Increased facilities were accompanied by the recruitment and deployment of 1,128 secondary school teachers. The other PPET department, Business, Technical, Vocational Education and Training (BTNET) has also achieved some progress in construction. Work has commenced on 4 out of the 22 technical institutions planned.

33. The Teacher Education sub-sector has registered a series of important developments: Cost-sharing was abolished totally in Primary Teachers Colleges (PTCs) and for 80% on students in National Teachers Colleges (NTCs); 3,000 student teachers were enrolled in the 3-year in-service training course under the TDMS programme; 103 Coordinating Centre Tutors (CCTs) completed the outreach tutor training courses; the worrying 41% pass rate for PTCs in 2000 has improved, rising to 57.9% in 2001; FY 2001/02 budget will allocate a total of Shs 3.376bn to rehabilitate and equip some Non-Core PTCs, up-grade some PTCs to Core Status and rehabilitate some NTCs.

34. At the Higher Education level five studies have been commissioned to facilitate the formulation of the policy framework and strategy for the sub-sector. Task Forces and Management Committees for the Universities of Gulu and Kyambogo were appointed and the latter has commenced operation.

35. In the Inspectorate sub-sector the Education Standards Agency (ESA) was finally established in July 2001. The ESA Statute is yet to be enacted but staff recruitment is in progress. It is vital that the Director of ESA is appointed as soon as possible.

ISSUES ADDRESSED BY THE REVIEW

Cross-Sectoral Issues

36. This section reports on critical issues affecting the implementation of reform activities which were raised during the Partnership Conference held at Lake Victoria Hotel, Entebbe on 17th to 18th September, 2001, and on which there was consensus. The Review has discussed these and presents its position below.

Sanctions

37. Local Governments often fail to account for funds released to them in contravention of guidelines provided from the Public Finance Act, the Treasury Accounting Instructions and the PAF. The sanctions imposed by the MoFPED and the MoES are to withhold funds from entire districts regardless of whether individual schools within those districts have met their accounting obligations. In the final analysis it is the children in primary schools who are punished for the misdeeds of local government officials. The Review recommends that current arrangements for sanctions and incentives be reviewed and that **Government and Local Governments** develop a stronger position on dealing with officials that fail to comply with financial procedures and guidelines. Sanctions should target individual technical and political errant officers.³

Duplication of Efforts

38. There is some duplication of efforts between Six Monthly Education Reviews, Consultative Group Meetings (CG), the Annual World Bank Portfolio Performance Review Meetings (WBPPR), the Poverty Reduction Sector Credit (PRSC) Institutional Framework, and the Public Service Reform Programme (PSRP) Steering Committee. The Review recommends that there is a strong need to rationalize roles and responsibilities within Government for coordinating the PRSC/PEAP process, its relationship with the Sectors and the arrangements for handling crosscutting issues.

39. The Review therefore recommends that:

- a) Government takes the opportunity presented by the ongoing Partnership Principles Discussion, and the current PRSC II Mission, to make decisions on the most effective way of ensuring there is no duplication of efforts in this regard.
- b) The critical and process undertakings of the Education Sector Review, or a selection of these, should be integrated, accurately, with the PRSC/PEAP policy matrix. There should not be any Education Indicators in the PRSC/PEAP matrix that have not been endorsed by the Education Sector Reviews. The updating of

³ The issue of sanctions for non-compliance with government financial procedures and guidelines will form part of the agenda of the proposed National Conference.

the PRSC/PEAP matrix should be synchronized effectively with the outcomes of Sector Reviews.⁴

- c) To minimise transaction costs and take advantage of intra-sector institutional synergies, the Heads of Departments in MoES and MoLG should include the PRSC/PEAP education undertakings and those cross-sectoral issues that affect their sector in the departmental action plans normally reflected in each Review's Aide Memoire.
- d) To enable the Local Governments have accelerated release of funds early in the last quarter, MoFPED should release an equivalent of two months automatically in April and the balance for June by May, subject to submission of the required documents by the Local Governments as per the PAF general guidelines.

Framework for Reviews

- 40. The Review agreed that the October Review becomes the mid-year Education Sector Review which focuses on strategic planning and budgeting. The April review will remain a wide-ranging comprehensive review of annual sector performance, which focuses particularly on the sectors' outputs and on the annual budget for the coming FY.

GOU/EFAG Consultative Meetings on Government-wide Undertakings

- 41. Between the April 2001 Review and the October 2001 Review two co-ordination meetings were held under the chair of the Head of Public Service/Secretary to Cabinet to promote implementation of Government wide undertakings. Meetings involved representatives of MoES, MoPS, MoLG, OAG, MoFPED and EFAG and have been very productive. The Review agrees that this forum becomes a permanent feature of the Education Sector Review's institutional framework.

The Role of the ESCC in Managing Undertakings

- 42. During the GOU/EFAG Consultative Meetings on Government-wide Undertakings a Draft Memorandum of Understanding was agreed. Paragraph 2(1) of the Draft Memorandum of Understanding states that:

“The sanctity of undertakings is fundamental to the partnership. However, to avoid a situation where Government and EFAG would have at ESR time, different understanding of what constitutes acceptable progress, the ESCC will perform the role of an early warning system alerting partners to problems in meeting performance indicators. The ESCC will review and discuss the status of the undertakings between Reviews making recommendations to the next Review for:

⁴ It should be noted that the PRSC/PEAP matrix encompasses three-year targets. The Review should determine how and when to calculate and to issue its targets for inclusion in the PRSC/PEAP matrix.

- (a) ratification of necessary changes to any particular undertaking; or
- (b) not rating a particular undertaking as a trigger for release of funds following the next Review”.

The Review endorses this position regarding the role of the ESCC in respect of undertakings.

Undertakings cycle

43. In order to assure a common understanding and ownership of undertakings, an undertakings cycle (*Annex 1*) has been agreed. It was approved by a forum of Permanent Secretaries at one of their monthly meetings. The Review adopts the Undertakings cycle set out in *Annex 1*.

Education Sector Concerns

44. The Review recognizes that even as government and its partners take stock of the achievements made in the last six months, there are formidable problems that require creative solutions if current improvements are to be sustained and increased.

- a) **Teacher Recruitment, Deployment and Attrition:** The gains made in teacher recruitment are eroded by the numbers of teachers who exit the system and qualified teachers who remain reluctant to teach in rural, under-served areas. Improvements in teacher enrolment were partially negated by erroneous deletions of teachers from the payroll and the deployment of others in schools without vacancies in some districts – hence denying them entry on to the payroll. While the national pupil:teacher ratio (PTR) of 55:1 exceeds the October 2001 target ratio, it masks significant disparities across districts.

To counter these problems, the Teacher Education sub-sector should aim at achieving the following: specifically targeting interventions at districts with high PTRs; continuing to reduce the failure rates at PTCs; increasing numbers of secondary school leavers accessing in-service and pre-service teacher training; implementing the hardship allowance; constructing teachers’ houses; and upgrading teachers through TDMS.

- b) **Excluded Children:** Despite the successes of the UPE programme, many children are still excluded from school. We are far from true and equitable universal primary enrolment if children continue to drop out of school. Indeed, without community and private schools, which are currently indicated to be supporting over 1.2m pupils, the situation would be worse. If UPE is to be fully achieved and sustained, it is essential that government give priority to

implementing measures that address the needs of drop-outs and other disadvantaged children who fail to access primary schooling.

- c) **Low Learning Achievement:** Learning achievement remains generally low, especially in literacy and numeracy. Continued emphasis is needed on teacher training, the effective use of teaching and learning materials, an effective and user-friendly curriculum, and effective school management and teacher utilization.
- d) **Education and HIV/AIDS:** Challenges remain in defining the role of education in mitigating the spread of HIV/AIDS. Given the high rates of drop-out, many children miss the key messages that schools can give on this important issue. HIV/AIDS is currently not covered in the curriculum till P6. and P.7.
- e) **Managing the Expansion of Post-primary and Tertiary Education:** Beyond primary schooling, there are huge challenges posed by the "UPE bulge" and the increased demand for post primary education and training which will require creative, unique and affordable solutions. It is further evident that the increased demand for tertiary education and the recent decisions to establish new universities and to increase the number of government-sponsored students in Makerere will also place upward pressures on the share of tertiary education within the total budget. This will, in turn, place pressures on budget shares for other sub-sectors. The planning and management of the expansion of post-primary and tertiary education and training within a constrained resource envelope will require prioritization and choice in order to ensure sustainable sector development.
- f) **Staffing** At Headquarters key positions at the Ministry of Education and Sports, like that of the Director of Education have remained in an acting capacity for a very long time. The Director of ESA should also be appointed as soon as possible.

In the Teacher Education, Secondary Education and BTVET sub-sectors constraints in determining staff establishment ceilings have led to prolonged bans on staff recruitment. The failure to fill outstanding vacancies in institutions within these sub-sectors inevitably retards their performance.

45. The Review notes that solutions to these problems will require strong partnerships with a broad range of stakeholders, under the pro-active leadership of the Ministry of Education and Sports. In addition to the donor-Ministry partnership, partnerships with other line Ministries, the private sector, NGOs and communities need to be strengthened and sustained.

The 3rd UPE Capitation Grant Tracking Study and Public Expenditure Management 2001

46. Key issues raised during the discussion:

- a) The decentralization policy has had a positive effect on the flow, use and accountability of UPE funds. However, non-compliance of some officers along the line is adversely affecting the flow of UPE funds.
- b) The 3rd UPE Capitation Grants Tracking Study had noted deterioration in timely flow of funds from districts to schools.
- c) There is a lapse in some initiatives, which had immensely contributed to improvements in the flow, use and accountability of UPE funds. These include publicity and posting of information on UPE Grants on public notice boards at district and school. These should be reinforced.
- d) The need to sensitize stakeholders on sanctions. (*See proposed Conference details in para 63*)
- e) Monitoring at all levels by MoES, district and lower Local Governments should be strengthened further by actively involving community-based organizations and NGOs. At the central level, efforts should be made to use private firms for specific periods as per TORs to carry out independent monitoring of UPE along the lines of SFG monitoring.
- f) The Monitoring and Evaluation framework should be finalised after consulting with the key stakeholders and taking into account existing monitoring mechanisms.
- g) Develop a Strategic Plan on how to address issues that have been raised in the Tracking Studies. This should be part and parcel of the M&E framework and progress reports presented to every ESR.
- h) The Ministry should undertake a study on performance of the UPE program, and arrange for a stakeholders conference to review the programme.
- i) An investigation into dubious extra charges levied by schools should be commissioned and policy guidelines provided.
- j) Sanctions for non-compliance should be administered after consultation with other stakeholders without penalizing pupils. (*Acts that could attract sanctions and proposed nature of sanctions are indicated in the table below*)
- k) The critical role of SMC in ensuring accountability at school level.

ACTIONS OF NON-COMPLIANCE WHICH CALL FOR SANCTIONS

47. The proposed sanctions have been put forward by the Review for consideration at the proposed National Conference. They are not intended to be prescriptive or exhaustive.

Table 3: Actions of Non-Compliance and Proposed Sanctions

	ACTS WHICH ATTRACT SANCTIONS	PROPOSED SANCTIONS
1.	Holding money on account meant for disbursement.	1. Written warning on first occasion 2. Suspend on second occasion. 3. Dismissal on third occasion.
2.	Failure to account for funds at any level	1. Written warning/reminder 2. Request to refund. 3. Interdict pending investigation 4. Dismiss 5. Arrest and prosecute.
3.	Failure to handover public office on transfer, study leave, official duty away from station.	1. Interdict. 2. Demote 3. Terminate services.
4.	Disbursing funds to ghost schools.	1. Terminate services 2. Arrest and prosecute.
5.	Inflating enrollment figures or giving wrong information.	1. Terminate services 2. Arrest and prosecute.
6.	Diversion of funds	1. Warn 2. Interdict
7.	Causing delay in release and flow of UPE funds	1. Withhold salaries 2. Interdict 3. Arrest and prosecute 4. Request for refund
8.	Recruitment and deployment of teachers over and above established ceilings	

(Priority actions for the period October 2001 – April 2002 (Short-term) are indicated in the Action Plan in Table 4 below.)

**Table 4: Improvement in the Flow, Use and Accountability of UPE
Capitation Grants
Agreed Action Plan, October 2001 – April 2002**

PRIORITY	ACTION	TIME FRAME	TARGET	RESPONSIB ILITY/ OFFICER	OUTPUT
Implement the recommendations made in the UPE tracking studies (1999, 2001)	Develop and implement a strategic plan to address issues raised in the UPE tracking studies.	Immediate	Not later than February 2002	MoES	Strategic plan
Improving the flow, use and accountability of UPE grants.	<input type="checkbox"/> Flow of UPE funds: <ul style="list-style-type: none"> The districts should seek information from MoFPED if funds are not flowing as expected. The schools should be informed about what funds they are receiving i.e by amount, month and enrolment etc. Districts and schools to publicise information on UPE funds on public noticeboards. 	Whenever the problem occurs		CAO	Information on the flow of funds received by districts
		Whenever the money is sent.		CAO, DEO	Information on the breakdown of UPE funds to schools received by schools
		Monthly		DEO, Head teachers	UPE funds publicized on public notice boards
	<input type="checkbox"/> Use of UPE funds: <ul style="list-style-type: none"> The quality of SMCs should be improved to ensure that they supervise the Head teachers in the use of UPE funds. Implement provisions in the Education bill on SMCs when approved. Provide training to SMCs on their roles. 	Short term		DEO	New guidelines for selection of SMC members
					Train SMCs

	<input type="checkbox"/> Accountability for UPE funds. <ul style="list-style-type: none"> Standard accounting format to be developed and used by all schools MoES to develop other standardised formats for use in schools 	Short term	December 2001	MoES.	Standardized accounting format
Improving record keeping, accountability and transparency of UPE funds at schools and districts.	<ul style="list-style-type: none"> Develop and introduce Small booklets with formats for schools to fill in financial information taking into account the existing good formats used in some districts. Introduce training in record keeping and book keeping in primary and secondary teacher training curricula. Provide training to all teachers and head teachers in record keeping and book keeping. 	Short term Medium term Medium term	December 2001	MoES MUK, Kyambogo University, NCDC CCTs	Small booklets with standardized formats for capturing financial information Module on record keeping and book keeping in teacher training institutions i.e PTCs, NTCs, MUK, Kyambogo University Trained teachers and head teachers in record keeping and book keeping
Streamline the collection and use of enrolment figures for computation of the appropriate amount of UPE Capitation Grant to avoid under funding, over funding or funding ghost schools.	<ul style="list-style-type: none"> The UPE funds should be calculated using enrolment figures of the previous term. Each headmaster to submit monthly enrolment figures to the DEO. The DEO to submit district enrolment figures to MoES on a termly basis. MoES to use updated enrolment figures to compute UPE capitation Grant. DEO's to develop standardized acknowledgement receipts or forms and issue them to schools, which have submitted accountability. 	Termly Monthly Termly Termly Short term	December 2001	MoES Head teacher DEO. MoES DEO	Schools receive UPE funds consistent with their enrolments. Standardized formats for receipt of accountability.

Finalise and implement the M&E framework to facilitate coordinated monitoring and evaluation.	<ul style="list-style-type: none"> Solicit inputs of all stakeholders and incorporate them into the draft M&E framework taking into account the existing monitoring mechanisms. As the MoES develops its capacity to monitor, it should contract out the monitoring of UPE funds to private firms, NGOs and Community Based Organisations. Facilitate Districts and lower local governments to monitor UPE effectively. 	Short term Short term (i.e. April 2002) Short term	February 2002	MoES	M&E framework
Implement alternative sanctions to discipline non-compliant persons while avoiding penalizing pupils (by withholding releases).	<ul style="list-style-type: none"> Propose alternate sanctions and modalities of implementing them. Identify other acts which attract sanctions in addition to the following: Holding money on account meant for disbursement, failure to account at any level, Failure to handover public office on retirement, transfer, study leave, official duty away from station etc., disbursing funds to ghost schools, inflating enrolment figures or giving wrong information, diversion of UPE funds., causing a delay in release and flow of UPE MoES and other stakeholders to discuss and agree possible sanctions to discipline non-compliant persons. Publicize information on sanctions for non-compliance with UPE guidelines. Implement agreed sanctions 	Short term Short term Monthly Whenever cases of non-compliance occur.		Key stake holders in the implementation of UPE program Relevant actors depending on the supervisor of non compliant persons	Improved management of UPE funds

Draft Policy for Disadvantaged Children

48. A Draft Policy Paper on Disadvantaged Children was developed and discussed during the Review. However, more work is needed to ensure that the Policy meets the quality criteria set out in the April 2001 Aide Memoire. The Review agreed the following definition:

Definition of Disadvantaged Children :

49. "Disadvantaged children" were defined as *all such children who are directly or indirectly excluded from or denied the right to optimally benefit from quality basic education*. This is in line with the mandate of the Ministry of Education and Sports (MOES), Children's Statute 1996, and the Constitution of the Republic of Uganda.
50. These children are disadvantaged by the social, cultural, geographical, political and economic environment in which they live, which creates barriers to their learning.
51. It was proposed that in developing the objectives of the Policy, the following considerations should be taken into account:
- a) The target groups are children aged 3 – 18 years;
 - b) Adoption of dual approach (i.e. formal and non-formal) is required;
 - c) Disadvantaged Children include both those in school and out of school;
 - d) Committed partnerships among stakeholders (i.e. central government, local governments, communities, NGOs, schools, households, religious bodies and civil society) are required in the provision of basic education for the disadvantaged groups;
 - e) Some 'normal' children and those with special educational needs are included among the disadvantaged groups;
 - f) Every child has a right to education;
 - g) There is a need for relevant and flexible curricula;
 - h) Cost effectiveness is fundamental to the provision of basic education;
 - i) Quality provision must be reflected in learning achievements; and,
 - j) Access and participation in basic education by the disadvantaged groups must reflect equity

Policy Objectives

52. The following policy objectives were proposed:

- a) Mainstream the education of the disadvantaged groups into MOES activities;
- b) Address the basic learning needs of the disadvantaged children in a given environment using a language they understand;
- c) Develop participatory planning, implementation, monitoring and evaluation of appropriate educational programmes for disadvantaged children;
- d) Sensitize all stakeholders to the needs of disadvantaged children;

- e) **Increase** the number of trained Special Needs Education (SNE) teachers and other teachers/instructors for disadvantaged children;
- f) **Develop** a special assessment system and certification for the disadvantaged children; and,
- g) **Provide** for increased and sustainable human, infrastructural, technical and financial resources for the implementation of educational activities for the disadvantaged groups.

53. The Review noted that there were three main sets of data currently available to the Sector concerning the reasons for non-attendance, drop out and irregular attendance; EMIS data (2000/01), DHS education data (2001) and NSDS (2001). The two Household Surveys confirm that the main causes of non-attendance and drop out are:

- the monetary cost of attending school;
- the need for children's labour;
- long distances of the nearest school to the household; and
- poor child health.

54. During the Review, largely on the basis of the EMIS data, the following weighted causes of drop out were identified:

Table 5: Weighted Causes of dropout and prioritized strategies for enhancing access and retention for disadvantaged children

	Ranked Causes of Dropout in Primary Education in Uganda	Underlying Causes	Strategies for enhancing access and retention
1.	Lack of interest/motivation due to unfriendly school environment.	<ul style="list-style-type: none"> - Harsh disciplinary measures, - teachers negative attitude, - inadequate school facilities and irrelevant instructional materials, - centralized planning of education programmes, - irrelevant curricula, - limited recreational facilities in schools, etc. 	<ul style="list-style-type: none"> - Create child friendly school environment to address all the underlying causes - Develop flexible complementary alternative provision of basic education - Institute mechanisms to attract, develop and retain a high caliber of well trained teachers/instructors/facilitators/counselors. - Develop and use appropriate communication media. - Conduct school based research to inform professional practice.

2.	Social-economic barriers	<ul style="list-style-type: none"> - Family responsibilities, - large family size, - poverty, - high opportunity costs for education, - child labour, - loss of parents, etc. 	<ul style="list-style-type: none"> - Adopt a multi-sectoral approach by collaboration and networking with other line ministries, and other development partners in the social sector. - Make UPE free and compulsory for all children of Uganda. - Institute by-laws to protect the rights of children to education
3.	Health, sanitation, and hygiene barriers	<ul style="list-style-type: none"> - HIV/AIDS, malaria, sickle- cell anaemia, malnutrition, inadequate toilet/latrine facilities and water, etc. 	<ul style="list-style-type: none"> - Adopt a multi-sectoral approach to improve nutrition; sensitize families and school on the health needs of children.
4.	Cultural barriers	<ul style="list-style-type: none"> - Early marriages and pregnancies - cultural initiation practices e.g. circumcision, - negative attitude towards education, etc. 	<ul style="list-style-type: none"> - Empower community to fight undesirable cultural practices that hinder girl child education. - Sensitize other stakeholders on the educational needs of all children
5.	Geographical barriers	<ul style="list-style-type: none"> - Difficult terrain, islands, poor roads, long distance to school, - poor location of schools, etc. 	<ul style="list-style-type: none"> - Enforce comprehensive school mapping to ensure inclusion of all disadvantaged groups.
6	Other (unknown) barriers	<ul style="list-style-type: none"> - Inadequate monitoring and evaluation - Home based factors other than socio-economic & cultural e.g. rape, harassment, insecurity, political instability/nomadic existence, emigrations, service in the forces, etc. 	<ul style="list-style-type: none"> - Adopt a multi-sectoral approach to mobilize agencies that can provide solutions

55. It was agreed that more work was needed to investigate these three data sets further, in order to develop a clear understanding of why children are out of school. On the basis of the analyses of the data the priority should be set accordingly. The Policy should then be developed to address these factors.

Table 6: Action Plan for Developing a Costed Draft Policy on Disadvantaged Children (Period October 2001 – April 2002)

Activities	Timeframe	Target	Responsible Officer	Output
Recruit Consultant(s)	2 Weeks	End of Nov 2001	M&E WG/SPM WG	TORs
Review data sets and facilitate discussion of factors affecting attendance and drop-out	4 Weeks	3 rd Jan 2002	Ag.DE & Task Force	Inception Report Findings Paper
Develop policy actions and facilitate consultation with the wide range of stakeholders including COPE, ABEK and BEUPA.	8 Weeks	28 th Feb 2002	Ag.DE & Task Force	Policy options Paper/Report on Consultation.
Consolidate outcomes of consultation within a costed draft policy for presentation to the April 2002 Review	4 Weeks	15 th March 2002	Ag.DE & Task Force	Costed Draft Policy.

UNDERTAKINGS

Critical Undertakings

56. The following undertakings (Financial Commitment, Public Expenditure Management, Quality Enhancement and Outcome Indicators) were agreed for full achievement by October 2001.

Table 7: Critical Undertakings – October 2001

Undertaking	How and when reported:	Means of Verification	Responsible Agency	Progress
1. Financial Commitment Budget and releases in line with GoU guidelines maintaining a minimum of 31% of recurrent discretionary expenditure for education and at least 65% for primary education.	Report on MTBF in April and October ESRs. Report on expenditures out-turns at October ESR.	Medium Term Budget Framework Budget out-turns.	MoFPED Responsible Officer: CEP	<i>[Undertaking met]</i> The total recurrent discretionary expenditure for education was 30.5% and 72% was spent on Primary Education.
2. Public Expenditure Management. Annual statutory financial audit for education expenditures for previous financial year carried out under the auspices of OAG for: A) Central Government (including institutions) and B) Local Governments. A tracking study carried out in an area of mutual concern (2001 UPE capitation).	Statutory financial audit report for previous financial year presented to April review. Systems study report presented to October review.	Auditor General's report Tracking Study Report	Responsible officer DE	<i>[Undertaking met]</i> Following discussions between the OAG, MoES, MoFPED, EFAG and Head of Civil Service drafted an undertaking for April 2002. The draft of the UPE Capitation Grant Tracking Study was presented to the Review and discussed in a group session.
3. Quality enhancement⁵ (i) Pupil: Teacher ratio calculated nationally and by district: 66:1 (ii) Pupil: core textbook ratio calculated nationally and by district: 0 (iii) Pupil: classroom ratio calculated nationally and by district: 109:1	(iii) Report to October ESR. (ii) Report to October ESR. (iii) Report to October ESR.	(i) EMIS (ii) EMIS (iii) EMIS	MoES (EPD) Local Government/CAO Responsible officer CEP	<i>[Undertakings met]</i> The ratios achieved using the EMIS data 2001 and MoPS payroll data are: (i) Pupil teacher ratio: 55:1 (ii) Pupil: text book ratio 0 (iii) Pupil classroom ratios 100:1

⁵ Pupil teacher ratio and the pupil classroom ratio were based on an expected teaching force of 105,000 and an enrolment of 6.2 million in Government aided schools. The pupil textbook ratio is explained by the introduction of the new curriculum (new textbooks for the new curriculum will be introduced in schools during 2002).

4. Outcome (equitable quality ⁶) Share of appropriate age range of girls and boys in P7 nationally and by district: 8%	Report to October ESR.	EMIS data and UBOS projections for population in appropriate age range.	MoES (EPD) UBOS Local Government/CAO Responsible officer CEP	<i>[Undertaking met]</i> Males = 12% Females = 12% Overall = 12%
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Process Undertakings – October 2001

57. Three undertakings were considered namely: Equitable Access, Teacher Recruitment and Monitoring and Evaluation.

(i) Equitable Access

A draft policy paper developed out of an ongoing consultation process, which aims to enhance equitable access for disadvantaged groups will be in place for the October 2001 ESR. A final policy framework, including a costed work plan, in place by April 2002

Status: *Undertaking met*

A draft policy paper on disadvantaged group was developed and discussed during the Review. However, more work is needed to ensure that the policy framework meets the quality criteria set out in the April 2001 Aide Memoire.

(ii) Teacher Recruitment

The national recruitment drive will continue and efforts will be made to reduce teacher attrition with the aim of having 105,000 teachers on the payroll by the commencement of the October 2001 Review

Status: *Undertaking met*

The national recruitment drive for primary teachers has continued. There has been marked improvement in the recruitment of primary school teachers by various districts. Since May 2001, 10,515 primary school teachers have accessed the payroll, 2,111 have been reactivated, and 5,943 have been deleted. By October 2001, 106,854 primary teachers had accessed the payroll.

(iii) Monitoring and Evaluation (*Undertaking met*)

2001 EMIS data, in which a registry of private schools has been incorporated, collected, entered, analyzed, verified and resulting statistics reported on at the October 2001 Review

⁶ The number of all 12 year olds in P7 in all schools in the country divided by the number of 12-year olds in the population.

Status: *Undertaking met*

Private Schools were given EMIS codes and incorporated into the EMIS 2001 data. The Annual School Census 2001 was conducted and verified and its data entered, consolidated, and analyzed. Statistical reports have been produced.

PROPOSED UNDERTAKINGS FOR BUDGET RELEASE 2002/2003

Critical Undertakings

58. In line with the process of agreeing and assessing critical quality undertakings set out in the Aide Memoire of the April 2001 Review, the following undertakings (Financial Commitment, Public Expenditure Management, Quality Enhancement and Outcome Indicators) were agreed:

Table 8: Proposed Critical Undertakings – April/October 2001

Undertaking	How and when reported:	Means of Verification
<p>1. Financial Commitment Budget and releases in line with GoU guidelines maintaining a minimum of 31% of recurrent discretionary expenditure for education and at least 65% for primary education.</p>	<p>Report on MTBF in April and October ESR.</p> <p>Report on expenditures out-turns at October ESR.</p>	<p>Medium Term Budget Framework</p> <p>Budget out-turns.</p>
<p>2. Public Expenditure Management.</p> <p>(a) Financial Audits</p> <p>A progress report on the implementation of the Financial Management Strengthening Component of the Second Economic and Financial Management Project and Financial Accountability Project</p> <p>(b) Tracking Study</p> <p>A tracking study carried out in an area of mutual concern.</p> <p>Tracking study on teachers' recruitment, deployment & payroll management. (Implications on the wage bill).</p>	<p>As a critical undertaking for releases, MoFPED publishes</p> <ul style="list-style-type: none"> the status of accounts for FY 2000/01; Annual Budget Performance Report for FY 2000/01; and the Budget Performance Report for the first half of FY 2001/02 to facilitate MoES in the 7th ESR (April 2002) <p>Progress report by OAG in April 2002 on Status of audits for FY 2000/01;</p> <p>TOR agreed at Nov. 2001 ESCC. Review and Report presented to October 2002 Review.</p>	<p>MoFPED Reports</p> <p>OAG Report on status</p> <p>TORs and Tracking Study Report by MoPS</p>

3. Quality enhancement (i) Pupil: Teacher ratio calculated nationally and by district: 49:1 ⁷ (ii) Pupil: core textbook ratio calculated nationally and by district: 0 ⁸ (iii) Pupil: classroom ratio calculated nationally and by district: 92:1 ⁹	(i) Report to October 2002 ESR. (ii) Report to October 2002 ESR. (iii) Report to October 2002 ESR.	(i) EMIS 2002 and MoPS payroll data of April 2002 (ii) EMIS (iii) EMIS
4. Outcome (equitable quality)¹⁰ Share of appropriate age range of girls and boys in P7 nationally and by district: Keep monitoring progress	Report to October ESR.	EMIS data and UBOS projections for population in appropriate age range.

Process Undertakings

59. Process Undertakings include: Equitable Access, Teacher Recruitment and Monitoring and Evaluation. Undertakings will be monitored through the ESCC.

Table 9: Proposed Process Undertakings – April/ October 2002

Undertaking	How and when reported:	Means of Verification
1. Equitable Access: A draft policy framework, ¹¹ including a costed workplan, presented for discussion at the April 2002 review and a finalised policy and costed framework feeds into the 2003/04 planning and budgeting cycle commencing October 2002	April 2002 October 2002	A costed draft policy framework on disadvantaged groups (April 2002). Finalised costed policy framework (October 2002).

⁷ Assumes 5,519,583 children in government primary schools and 112,000 teachers on the payroll in April 2002.

⁸ A ratio for 2002 to be determined. In the interim, it is proposed that a systems study in the allocation, delivery, storage and utilization of instructional materials be undertaken by October 2002.

⁹ Assumes 5,519,583 children enrolled in Government schools and a classroom stock of 63,663.

¹⁰ The number of all 12-year olds in P 7 in all schools in the country divided by the number of 12-year olds in the population

¹¹ A draft policy framework includes concrete and feasible objectives based on research-based cause and effect relationships and wide consultation with stakeholders and will be framed within the context of a realistic appraisal of the resource constraints of the sector.

<ul style="list-style-type: none"> • 2. Teacher Recruitment: MoES sets up a mechanism to monitor the share of filled positions and prepares and implements an action plan for increasing the numbers of teachers on the payroll with particular attention to the 10 districts with the largest establishment gaps. 	MOPS Report to April and Oct. 2002 ESR ITEK/Teacher Education Reports to April and Oct 2002 ESR MoES Report to October 2002 ESR	MOPS Payroll data Reports from ITEK/Teacher Education MTBF EMIS data
3. Monitoring and Evaluation: 2002 EMIS data, in which a registry of private schools has been incorporated, collected, entered, analyzed, verified and resulting statistics reported on at the October 2002 ESR. The School Census 2002 will capture an increasing proportion of secondary schools and post-primary education and training institutions. Information on complementary primary education centers ¹² will be collected and included in the Education Statistical Abstract.	Report to Oct. 2002	Statistics reports on Indicators

REVIEW OF THE REVIEW

60. Owing to the fact that the Review focused on four specific issues it was possible to have in-depth discussions both in the plenary sessions and the working groups. There was excellent exchange between the wide representation from the Local Authorities and Central Ministries. Working groups functioned well and the use of facilitators again proved successful. Nevertheless, the need for facilitators to be more impartial should be emphasized. They should not act as respondents.
61. Preparations for the Review were adequate. The innovation of having a joint Position Paper on Undertakings was a welcome development.
62. In terms of process and smooth operation, this has been the most successful Review and demonstrates clear progress in the development of the SWAp in Education and in the Partnership.
63. The Review raised a number of vital issues which will require further in-depth discussion in a forum wider than the ESCC, before the next ESR. The Review therefore recommends that a National Conference be convened and chaired by the Head of Public Service and attended by MoES, MoFPED, MoPS, MoLG, Local Governments including all CAOs and DEOs. The Conference agenda will comprise, among other issues:
- Public expenditure management;
 - Effective resource utilization for the SFG and UPE Capitation Grants, including monitoring the roles and responsibilities of the various actors at Local Government level;

¹² Only GOU-supported centers under COPE, ABEK and BEUPA are referred to here.

- Review of sanctions and incentives for non-compliance with/adherence to financial procedures and guidelines;

GENERAL CONCLUSION

64. The Review objectives have been achieved and all the Undertakings have been fully met. The successful outcome of the Review will, thus, trigger the release of the next tranche of funds from Education Budget Supporting Agencies. The Undertakings agreed for 2002 will be incorporated within a revised PRSC/PEAP Policy Matrix. The recommended actions of the Review for the next stage of the planning and budgeting cycle will be taken forward by the Education Sector Budget Working Group. This will follow the first Budget Call Circular to be issued by MoFPED in early November 2001.

TERMS OF REFERENCE AND DATES OF THE NEXT EDUCATION SECTOR REVIEW

65. The dates agreed for the seventh Education Sector Review are 15th to 26th April, 2002. This will be a comprehensive Review. The M & E Working Group will draw up the Terms of Reference for the 7th Education Sector Review within the agreed framework for Reviews. These TORs and critical issues will be developed through the SP&M WG and ESCC.

The April 2002 Review

Scope of work and Duration

Critically the Review will look at:

- a) Review of Education Sector performance by looking at sector level benchmarks and undertakings and budgetary performance.
- b) Broad agreement of MoES/FA about the overall GoU/FA financing framework for the Education Sector, and about FA contributions (Education MTBF, basis for next year's budget finalization).
- c) Agreement on principles for future reviews and on Terms of Reference for the mid-year review (October), and.
- d) Critical issues and obstacles to progress will be identified by district and Centre (MoES)

The duration of the Review will be two weeks.

Methodology

A. Consultation and Preparation

- Dec. 01 - MoES selects district coordinators and facilitators for each region.
- Jan. 02 - EPD + facilitators visit 4 regional centres in January to agree process for identifying regional issues/obstacles, participation and information gathering.
- Jan – March Facilitator helps coordinating districts and region to identify 3-5 issues/obstacles for April Review and develops issues papers for each one.
- March - Issues papers for each region collected together and included in ESSMR.

This process will include systematic national stakeholder consultation as part of the process to produce ESSMR

B. Regional Workshops

April - The Review commences with a plenary session. The delegation for the Regional Workshops then departs to the four regions.

The first day in the Regions is devoted to field visits during which the issues identified by the Region are explored with field level staff and stakeholders ToRs for field visits will be prepared by the regional coordinator/facilitator in advance.

The second and third days of the regional visits are devoted to plenary group discussions of the issues/obstacles presented and presentation of the progress with the establishment of the EMIS. The main outcomes of the plenary are recommendations for addressing the issues/obstacles.

The fourth day is devoted to wrap up with participants, report writing and departure to Kampala.

C. Central Workshop

The fifth day of the Review is spent in Kampala and includes brief presentations by the facilitators of reports from the four regions. Following the presentation of the reports and discussion of and agreement on the five most critical issues affecting all the regions. These five issues then become the agenda for the first two days of week two and working groups are formed accordingly.

- a) The sixth, seventh and eighth days of the Review will be devoted to:
- (i) Issues agreed on Day Five;
 - (ii) Costed draft policy framework for Higher Education;

- (iii) Costed draft policy framework for Post Primary Education and Training
 - (iv) Review of Draft Policy for Disadvantaged Children; and
 - (v) Status of undertakings.
- b) The Ninth day will focus on the overall GoU/FA financing framework for the Education Sector and agree the budget for the following FY.
 - c) The day will also include discussion and agreement of undertakings, dates and ToRs for the October Review.
 - d) The Tenth day will be devoted to the agreement of an Aide Memoire.

Outputs of the Review

The following will be recorded in the Aide Memoire

- Reports from Regional Workshops
- Reports from Central Working Groups
- Report of the Annual Statutory Audit
- Agreed Annual Budget for next FY including our commitments.
- Agreed targets and undertakings for October
- Agreed ToRs and dates for October Review
- Recommendation for addressing issues identified and developed during the Review.

Proposed Agenda for April 2002 ESR

The Proposed Agenda for ESR April 2002 from the Centre

- a) Issues from the Districts and Regional Workshops;
- b) Costed draft policy framework for Higher Education (Pre-Review Meetings);
- c) Costed draft policy framework for Post Primary Education and Training (Pre-Review Meetings);
- d) Review of Draft Policy for Disadvantaged Children (Pre-Review Meetings);
- e) Status Report on HIV/AIDS (Report only);
- f) Status Report on Girls Education (Report only);
- g) Status Report on the Mid-Term review of ESIP (Report only); and
- h) Status of undertakings (Pre-Review Meetings)
- i) Review of the revised TDMP (Pre-Review Meetings).

ANNEX 1: The Undertakings Cycle

Month	Development of New Undertakings	Monitoring of Existing Undertakings	MoES MTBF and Planning Activities
July - September	<ul style="list-style-type: none"> Proposed performance targets unpacked and repacked by MoES in consultation with partners. Targets reviewed by Sector Policy Management WG and ESCC. TMM and Cabinet endorses targets and included in ESSMR. 	<ul style="list-style-type: none"> Implementation of Undertakings action plans by concerned agencies. Reviews of progress in ESCC - early warning signals if problems occur. Pre-ESR meetings on Undertakings held. 	<ul style="list-style-type: none"> Analyse outturn expenditure data from previous fiscal year Analyse current year school census data Review and fine tune unit costing Refine targets for key indicators
October	<p>ESR: Ratification of Undertakings to be met by April Review.</p> <p>Identification/reconfirmation of critical and process areas for developing Undertakings within two year planning cycle.</p>	<p>ESR: Assessment of whether Undertakings to be met by October Review have been met and recommendations regarding triggers for release of budget support funds.</p>	<p>ESR: Agree priorities for following year in detail and more generally for medium term. Recommend actions for next stage of planning and budgeting cycle.</p> <ul style="list-style-type: none"> Budget approved by Parliament
October - November	<ul style="list-style-type: none"> MoES leads meetings with line ministries, districts and other concerned agencies to discuss proposed Undertakings for achievement over the next two years. 	<ul style="list-style-type: none"> PS of each concerned agency receives ESR Aide Memoire and covering letter from PS MoES. Undertakings action plans developed by concerned agencies and agreed with PS MoES. Reviews of progress in ESCC - early warning signals if problems occur. 	<ul style="list-style-type: none"> Participate in workshops In collaboration with all education budget votes, fine tune sector strategy for the next 3 years in preparation of the education MTBF taking into account analysis based on previous year's outturn, studies and audit report and current year school census data
November - December	<ul style="list-style-type: none"> Review provisional performance targets with concerned agencies in the light of sector expenditure ceilings for the 3-year MTBF 	<ul style="list-style-type: none"> Implementation of Undertakings action plans by concerned agencies. 	<ul style="list-style-type: none"> Sector-wide discussion of budget options within the expenditure ceilings to meet sector priorities
December - March	<ul style="list-style-type: none"> Proposed performance targets unpacked and repacked by MoES in consultation with partners. Targets reviewed by Sector Policy Management WG and ESCC. TMM and Cabinet endorses targets and included in ESSMR. 	<ul style="list-style-type: none"> Implementation of Undertakings action plans by concerned agencies. Reviews of progress in ESCC - early warning signals if problems occur. Pre-JESR meetings on Undertakings held. 	<ul style="list-style-type: none"> Working within the expenditure ceilings, prepare the education MTBF taking into account the sector strategy Integration of sector and district MTBFs into the national MTBF
April	<p>ESR: Ratification of Undertakings to be met by October Review.</p> <p>Identification/reconfirmation of critical and process areas for developing Undertakings within two year planning cycle.</p>	<p>ESR: Assessment of whether Undertakings to be met by April Review have been met and recommendations regarding triggers for release of budget support funds.</p>	<p>ESR: MTBF and annual budget for next FY reviewed and agreed.</p>
May - June	<ul style="list-style-type: none"> MoES leads meetings with line ministries, districts and other concerned agencies to discuss proposed Undertakings for achievement over the next two years. 	<ul style="list-style-type: none"> PS of each concerned agency receives JESR Aide Memoire and covering letter from PS MoES. Undertakings action plans developed by concerned agencies and agreed with PS MoES. Reviews of progress in ESCC - early warning signals if problems occur. 	<ul style="list-style-type: none"> Participate in workshop with donors to present MTBF and confirm donor pledges Work with MFPED to allocate funds across programmes and items within the expenditure ceiling

SIXTH EDUCATION SECTOR REVIEW

KAMPALA, UGANDA

OCTOBER 22-26, 2001

REVIEW OF THE REVIEW

PREPARED

BY

DR. PAUL A. HEBERT

CONSULTANT

October 2001

REVIEW OF THE REVIEW

Introduction

An important component of each Education Sector Review (ESR) is the process through which the Review is carried out. In order to capture appropriately this aspect of the Review a specific report is prepared entitled "Review of the Review." The report is expected to reflect the views, reactions, suggestions, and recommendations from the various stakeholders involved in the Review.

Specifically, inputs from participating Government Ministries, particularly from the Ministry of Education and Sports (MoES), the Education Funding Agency Group (EFAG), and the individual participants who engaged in the Review are solicited. For the Sixth ESR, an analysis of the questionnaires completed by the participants provided meaningful input to the review process.¹

The review of the process examines various aspects of the ESR and seeks to identify constraints and problems and to propose recommendations that would lead to a more effective execution of the ESR.

This report will involve the following components of the ESR: pre-review preparation, documentation, Working Groups, Plenary Sessions, Facilitators and Rapporteurs, Coordination Team and Secretariat, Preparation of the Aid Memoire, and miscellaneous items.

I. Pre-Review Preparation

I.1 Responsibility for the pre-review preparation lies with the MoES and one of the EFAG members which serves as Coordinator. For the Sixth ESR, the USAID/Uganda Mission via its Education Office was entrusted with this responsibility. In this capacity the latter donor agency collaborated closely with the Commission of Education Planning of the MoES in developing all the activities proper to the ESR. The two entities and their respective technical staffs cooperated effectively in providing for the different operational tasks. Special mention must be made of the broad publicity provided to the ESR through the various media prior to the activity. Given its key role in the ESR, the EFAG via the representatives of its respective agencies also contributed of its experience and expertise to the preparation efforts.

I.2 While there exists wide consensus on the appropriate pre-review measures taken, a number of recommendations have been proposed:

- the list of participants should be expanded so as to include such stakeholders as headmasters, head-teachers, parents, teacher unions representatives; and representatives from the other Education Sub-sectors; selection could be made

¹ The underlined material represents additions suggested by D.Bruns and G.Kalibala to the initial draft

on the basis of membership in professional Education associations or regional performance criteria.

- participants should be invited in the context of their responsibilities, areas of interest, willingness to be present, and availability to attend all sessions of the ESR; invitations extended merely for protocol reasons should be minimized.
- in terms of inter-sectoral participation, the Ministry of Health (MoH) should be invited to play a more active role.

II. Documentation

II.1 The role of relevant documentation and its timely availability is critical to the effective participation of all invitees in the deliberations of the ESR. Of particular importance is the timely availability of studies and reports on those issues and topics that constitute major themes of discussion both at the plenary and working group sessions. The MoES must assume responsibility for the collection of all such documentation, it must also take on the task of coordinating the preparation and delivery of documents emanating from other Government Ministries. Owing to a number of understandable operational constraints, the MoES was not able to provide adequately for the timely availability of documents needed to assure appropriate discussion. Most affected by this deficiency was the activity of the Working Groups and the Plenary Sessions. A large majority of the participants expressed dissatisfaction and disappointment with this failure. Nevertheless, the quality of the documentation eventually made available was generally felt to be sound and relevant.

II.2 To overcome the constraint of timely availability of all ESR documentation, these recommendations have been proposed by participants:

- a list of all documents to be developed and a schedule of their utilization in relationship to the proposed ESR discussion topics should be prepared by the MoES at least one (1) month prior to the ESR;
- all documents should be reproduced in sufficient number to accommodate all the participants and distribution provided for at the start of the ESR program;
- the MoES and the EFAG should strive to establish a list of documentation (cumulative data, progress reports, trends, etc.) that would be standard to every ESR and thus make possible a progressive view of the developments achieved;

III. Working Group Sessions

III.1 The opportunity provided to the participants to meet and to discuss ESR issues in small groups has always been a major feature of past Sector reviews. This component was again availed of by a majority of the attendees. However, because of the close relationship between two key themes prescribed for discussion in the Working Groups, the organizers decided to combine two of the proposed Groups into just one larger Group.

While the big Group did subsequently divided itself into two sub-Groups, most of the participants involved felt that some other option should have been provided for. Since the matter of statistical data had arisen in the previous presentations of the Plenary Sessions, a special sub-group of Working Group I met separately to discuss and re-establish basic principles of statistics so as to ensure credible and reliable data for discussions of budget performance. All the participants agreed that the physical facilities made available for the Group discussions were very good. In order to provide for more efficient and effective activity of the Working Groups, these recommendations have been proposed:

- participants should not be assigned to specific Working Groups by the ESR organizers; participant interest and expertise should be respected and freedom of choice of Group allowed;
- most participants felt that the Working Groups were still too large to allow for proper interaction;
- the availability of the relevant documentation should be assured prior to the first Working Group Session.

IV. Plenary Sessions

IV.1 The assembly of all the participants provides for a broad interaction on the key issues identified for special consideration. The presentations by the senior officials of the MoES were particularly well-received for being informative, comprehensive, and very clear. The presentation of the tracking study on the UPE (Universal Primary Education) Capitation Grants program was exceptionally well-received for its researched-based data, its carefully documented field work, and its practical and realistic recommendations. On the other hand, the study on the policy framework for disadvantaged children was found to be overly general, to be weakly researched, to be lacking in concrete action plans, to be missing in practical recommendations.

IV.2 The supervisory and leadership capacity of the Chairpersons were found to be rather weak. The persons selected were not prepared for their task. The same observations can be made for the Discussants selected to manage the interaction among the participants. Certain personalities were allowed to dominate the discussion of key issues, to the detriment of a broader input from the larger body. Many participants were not able to avail of the relevant documentation for the issue under discussion and found themselves unable to share of their experience and expertise. To improve the effectiveness of the Plenary Sessions, these recommendations have been suggested by participants:

- the persons selected to chair plenary sessions should be prepared and carefully informed by the MoES of the tasks and responsibilities expected of them;
- the Discussants should be informed by the MoES that they are to guide and lead the discussions and not see themselves as respondents to the reactions of the audience;

- representatives of EFAG/donors should take extra care not to dominate discussions during both the Plenary Sessions and the Working Group Sessions; greater respect for the experience and expertise of local participants should be demonstrated in this matter;
- all the relevant documentation should be made available prior to any Plenary Session;
- presenters should be instructed by the MoES on what is expected of them and their material reviewed with them prior to the presentation; the use of visual aids should be strongly encouraged; respect for the time schedule must be insisted upon.

V. Facilitators and Rapporteurs

V.1 The important role of the Working Groups in the ESR is very much dependent on the work of the Facilitators and Rapporteurs during the Group and Plenary Sessions. Their input to the Aid Memoire is crucial in that it serves to reflect the main features of the discussions within the Groups and at the Plenary Sessions. In this context the persons were carefully selected and prepared in a series of meetings held prior to the ESR. Specific Terms of Reference were discussed and explained with emphasis on the role and responsibilities of the selectees. It was also decided that the group would meet each morning during the ESR itself to review the previous day's work and discuss problems and issues that might have arisen. These meetings also served to prepare for the particular day's work.

V.2 The four Facilitators identified by the USAID/Uganda Coordinating Team proved to be knowledgeable and experienced. Their participation in the preparation of the initial draft of the Aid Memoire was effective and served to capture well the highlights of the discussions at both the Group and Plenary Sessions. However, the methodology of the Facilitators utilized during the Group Sessions left much to be desired. While knowledgeable and experienced, they tended to dominate the discussions and functioned as respondents rather than guides and facilitators. As a result of this *modus operandi* many participants were not able to share adequately of their experience and expertise. This was especially the case in Working Group III dealing with the development of a policy framework for disadvantaged children.

V.3 The MoES was responsible for the identification of the Rapporteurs. In order to facilitate the demanding work of the latter, it was decided that two Rapporteurs would be assigned to each Working Group. It was felt that this would facilitate the work of on-going and cumulative reporting of on-going discussions. As the work progressed this feature proved most useful in providing for a summary of the discussions of the day's work. The Rapporteurs also served effectively during the Plenary Sessions in reporting out the highlights of the reactions of the participants to the presentations. The supervision of the Rapporteurs was entrusted to a Chief Rapporteur and this proved most effective. The Chief Rapporteur presided at the daily meetings of the facilitators and rapporteurs. He also served effectively as trouble shooter during the working group sessions. The contribution of this Chief Rapporteur proved invaluable.

V.4 To increase the efficacy of the Facilitators and the Rapporteurs, the following recommendations are proposed:

- the persons selected to function as Facilitators and Rapporteurs should be strongly reminded that their role is to facilitate and guide the discussions during the Working Group discussions; the ESR Coordinating Team should check on this issue periodically during the actual Group work;
- the daily morning meetings of the facilitators and rapporteurs should be maintained;
- the post of Chief Rapporteur should be retained;
- the Facilitators should ensure that all the relevant documentation be available for all the participants at each Working Group Session.
- The organizers of the future ESRs should consider the possibility of entrusting the identification and selection of Facilitators to a local private consulting firm; experience with this option has proved successful in other sectors.

VI. Coordinating Team and Secretariat

VI.1 The overall coordination of the bi-annual ESR is entrusted to an ESR Coordinating Team composed of representatives of the MoES, EFAG, and the specific donor appointed as responsible for a particular ESR. The USAID/Uganda Mission was responsible for the Sixth ESR. In this capacity, the latter appointed Mission Education Sector staff to coordinate all activities. The Mission also identified and contracted for the services of an international consultant and a local consultant to assist the ESR Coordinating Team. The Chairperson of the ESR Coordinating Team was Mrs. Florence MALINGA, Commissioner for Education Planning of the MoES. The Coordinating Team met regularly during the week prior to the ESR to evaluate the progress in the logistical preparations, and especially to finalize the Review programme. These meetings proved most useful in tending to the manifold issues that had to be addressed. The collaboration of all the partners involved was effective and sound, thus ensuring a successful programme.

VI.2 In order to assure all appropriate operational support services during the ESR, the MoES established a Secretariat at the Nile Hotel International Conference Center in Kampala. Technical and secretarial staff from the MoES were available during the entire period of the ESR. This staff provided good operational support to the Coordinating Team and to the various persons responsible for the Plenary Sessions and the Working Groups. Valuable assistance was also provided to the Facilitators and Rapporteurs in the preparation of the Working Group Reports, which Reports were intended to supply key inputs to the Aid Memoire. Preparation of materials for the Plenary Sessions was also capably handled. Working long hours and under much pressure the Secretariat staff proved itself equal to the task.

VI.3 The work of the ESR Coordinating Team and the Secretariat could be rendered even more effective if the following recommendations were implemented:

- the EFAG member entrusted with the responsibility of Coordinating the ESR should ensure that appropriate technical assistance, both international and local, be identified and be available in country in proper time.
- the MoES as the responsible agency for the preparation of the ESR Position Paper on the progress in the achievement of the ESR Undertakings, should make that document available within the timetable fixed by the ESR Terms of Reference.
- the MoES/Commission on Education Planning should appoint a Chief of Secretariat who would be responsible for following-up on the preparation, availability, and timely distribution of the documentation needed prior to and during the ESR and who could serve as point-person when specific and urgent services are needed during the ESR.
- the Registration of participants should be better organized. ID badges were not available until the 2nd day of the ESR.

VII. Preparation of the Aid Memoire (AM)

VII.1 The Aid Memoire is the key document emanating from the ESR. The document contains a record of the progress achieved during the previous six months and a summary of what has transpired during the ESR itself. More importantly, the document is the official record of the various agreements between the GoU and the donors. As such, its preparation in a timely fashion by the end of the ESR meeting is a critical activity. Because of the time pressure involved in recording appropriately a broad variety of decisions and agreements arising from programme discussions, the schedule for the production of the AM must be carefully monitored. The preparation of the AM for the Sixth ESR was effectively handled in a timely and efficient fashion via the combined efforts of the MoES, EFAG, the consultants, and representatives of various stakeholders.

VII.2 To the end of assisting the persons responsible for the production of the AM, the following recommendations have been suggested:

- the schedule and timetable for the preparation of the initial draft of the AM for subsequent presentation and discussion at the Plenary Session of the last day of the ESR must be seriously reviewed so as to render its production more feasible and without the undue pressure requiring that the drafting team work until the wee hours of the morning;
- the Working Group Reports should be so finalized as to permit the integration of the highlights into the initial draft of the AM;
- the discussion of the initial draft of the AM during the Plenary Session of the final day should limit itself to major issues of content and not be allowed to develop into a pedantic exercise of phrasing and vocabulary;
- additions and changes to the final draft of the AM should not be permitted unless they have been approved by the MoES and the EFAG.

VIII. Miscellaneous

VIII.1 This section will involve evaluative comments about a number of isolated points concerning the Review. The conference facilities and services of the Nile Hotel International Conference Center, Kampala proved more than adequate for the needs of the organizers and participants. The schedule, menu, and accommodations of the food services were rated as good by the participants. The press conference that followed was well organized and fair representation of the local press agents were on hand. The exchange of questions and answers covered several of the major issues that were considered during the ESR. It is unfortunate, however, that very little coverage of the ESR appeared in the local press subsequent to the press conference.

A fitting conclusion to this review process can be found in the words of the Aid Memoire: *"Owing to the fact that the Review focused on four specific issues it was possible to have in-depth discussions both in the plenary sessions and the working groups. There was excellent exchange between the wide representation from the Local Authorities and Central Ministries. Working groups functioned well and the use of facilitators again proved successful... Preparations for the Review were adequate... In terms of process and smooth operation, this has been the most successful Review and demonstrates clear progress in the development of the Sector Wide Approach Policy (SWAP) in Education and in the Partnership."* P. 30



October 31, 2001

SIXTH EDUCATION SECTOR REVIEW

KAMPALA, UGANDA

OCTOBER 22-26, 2001

END-OF-CONSULTATION REPORT

(Contract No.: 1-00-00-00278-00)

Prepared

by

**DR. PAUL A. HEBERT
NOVEMBER 2, 2001**

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ABBREVIATIONS/ACRONYMS

DfID	--	Department for International Development (UK)
EFAG	--	Education Funding Agencies Group
ESIP	--	Education Strategic Investment Plan
ESR	--	Education Sector Review
ESCC	--	Education Sector Consultative Committees
ESSMR	--	Education Sector Six-Monthly Report
EU	--	European Union
FMPWG	--	Financial Planning and Management Working Group
FY	--	Financial Year
GoU	--	Government of Uganda
LTA	--	L.T. Associates, Inc.
MEWG	--	Monitoring and Evaluation Working Group
MoES	--	Ministry of Education and Sports
MoFED	--	Ministry of Finance, Planning, and Economic Development
MoLG	--	Ministry of Local Government
MoPS	--	Ministry of Public Service
MTBF	--	Medium Term Budget Framework
MTEF	--	Medium Term Expenditure Framework
NGO	--	Non-Governmental Organization
PEAP	--	Poverty Eradication Action Plan
PPET	--	Post Primary Education and Training
PRSP	--	Poverty Reduction Strategy Plan
SOW	--	Scope of Work
SWAp	--	Sector Wide Approach
UPE	--	Universal Primary Education
USAID	--	United States Agency for International Development
WB	--	The World Bank

Introduction

This Report is intended to present a summary of the activities carried out during the period of the consultation from October 10th through November 2nd, 2001. In order to provide an appropriate context within which the consultation was effected, a brief background of the Education Sector in Uganda is presented. The close collaboration of the Government of Uganda, in particular the Ministry of Education and Sports, and the various donors to the Sector is described. The highlights of this relationship are evaluated via regular bi-annual Education Sector Reviews. The specific role of the USAID/Uganda Mission in the Sixth Education Sector Review is also described. The responsibilities and details of work of this consultant in providing technical assistance to the Mission in carrying out successfully the various phases of the Sixth Review is subsequently presented.

Background

The Government of Uganda (GoU) recognizes better education as a key priority in its long-term strategy to eradicate poverty by 2017. The country's education sector policy and strategy framework is based on the 1992 White Paper, and further articulated in the 1998 Education Strategy Investment Plan (ESIP). The broad policy areas are identified as 1) universal access to quality primary education 2) elimination of disparities across the sector 3) providing an enabling private-public sector partnership, and 4) district and central capacity building.

In support of ESIP priorities, the GoU and Education Funding Agencies Group (EFAG) have adopted a Sector Wide Approach (SWAp) in education. The main features of the Education SWAp in Uganda are:

- (i) a long-term partnership based on predictable contributions to the sector, a shared vision and agreed targets for education improvements, incorporating funding agencies, civil society, the private sector and Government,
- (ii) a well-defined sector strategy incorporating macro, sectoral, sub-sectoral institutional and financial policies and structures,
- (iii) a forward-looking work program for medium and long-term sector strategy formulation, preparation and implementation of medium-term expenditure frameworks, common Government-funding agency management arrangements and capacity building programs, and
- (iv) strategic negotiation and six monthly sector performance reviews mechanisms, jointly agreed between Government and funding agencies.

Education Funding Agencies: Sector support for education is provided by a small number of agencies, while others continue in a project mode, guided by Government education priorities. Budget supporting agencies disburse funds on the basis of completion by Government of semi-annual undertakings. This approach necessitates effective and sustainable coordination between donors and government. An Education

Agencies Funding Group (EFAG) meets monthly, with the aim of harmonizing approaches and consolidating interaction with the Ministry of Education and Sports (MoES). The Group is coordinated, on a rotating basis, by a single agency, and most formal communication between the Group and MoES is presented by this agency following group consensus. Currently the Department for International Development (DfID) of the United Kingdom holds this position. Other agencies may also act as EFAG representatives for specific issues or meetings.

Interaction between GoU and Education Funding Agencies: Six-monthly Education Sector Reviews (ESR) – April and October – are held to assess progress against performance indicators and jointly agreed undertakings. Successful completion by GoU of agreed undertakings triggers the release of funding from budget supporting agencies. These are interspersed by meetings of the Education Sector Coordinating Committee (ESSC), which meets every two months, and provides a forum for policy dialogue between Government and funding agencies. The ESSC acts as an advisory group to top management, monitoring progress and making recommendations. It also allows for communication from top management and regular reporting against departmental plans. Financial reports are made quarterly. Education funding agency representatives also attend monthly meetings of the Financial Planning and Management Working Group (FPMWG) and Evaluation Working Group, and may be invited to other specific meetings or workshops as required.

The Sixth Education Sector Review

This was the Sixth Six-Monthly Education Sector Review, since the launching of the review program in April 1999, the last one having taken place in April 2001. The duration of this Review was five working days, shorter than the one of April 2001. It was necessary therefore to focus on a few key issues. The October Review is intended to take an interim look at developments and on-going performance of such issues. The Review was thus informed by a single *Education Sector Six-Monthly Report* (ESSMR) prepared and issued by the MoES in advance. This report aimed at focusing the Review on key issues.

The key issues identified included the following:

- a) Assessment of Education Sector indicators for the current academic year and previous academic year against target set,
- b) Review of the 2000/01 Medium Term Expenditure Framework (MTEF) and, and in the light of achievement of indicators, agree on allocations to sub-sectors and programs,
- c) In the light of achievements and planned programs and budgets, finalize targets for the start of the next academic year for the disadvantaged children of the Sector,
- d) Review of the findings and recommendations of the Universal Primary Education (UPE) Tracking Study and agree on the next step.

The broad aim of the Review was to discuss strategic planning and budgeting issues focusing on the performance budget of the previous year and discussion of the budget for the following year in order to enhance equitable access, improved quality, and greater efficiency.

The objectives of the Review were to:

- Discuss both recurrent and development expenditure performance in the Financial Year (FY) 2000/01 with a view to assessing the level of releases from the Ministry of Finance, Planning, and Economic Development (MoFPED) and the capacity by the Education Sector to utilize the funds,
- Discuss the FY 2001/02 budget allocation of resources and expected physical outputs within the general Medium Term Budget Framework (MTBF) for FY 2001/02 – 2003/04,
- Prioritize the available resources and make decisions intended to direct available resources to the most productive areas guided by the ESIP framework,
- Analyze and evaluate outputs and services delivered in the previous year, and discuss policy reform and issues for Sector performance to determine outputs and policies for FY 2002/03,
- Review findings and recommendations of the UPE Tracking Study,
- Discuss the draft policy framework for disadvantaged children.

USAID/Uganda worked closely with MoES in the preparation process for the Sixth Education Sector Review, on behalf of members of the EFAG. As coordinating funding agency, USAID/Uganda was required to lead the preparation of the *Aide-Memoire* from the funding agency side, working with MoES representative to produce a draft document for distribution and discussion before the end of the Review. USAID/Uganda was also expected to lead a team of three funding agency representatives to review the Undertakings and develop a joint position paper prior to the Review. The three representatives for the Sixth ESR were Education Specialists from the European Union, DfID, and the Dutch Government.

In order to provide additional technical assistance, USAID/Uganda engaged the contractual services of one international and one local consultant. In support of the USAID/Uganda Education Office Staff, the international consultant was entrusted with the following responsibilities:

- Prior to the Review, gain an overview of the key issues to be addressed during the ESR, through liaison with the MoES, the EU Education Counselor, and other agencies as required,
- Liaise with the MoES on the Review preparations and prepare reports for submission to the EFAG meetings on the progress of such preparations,
- Attend key review preparation meetings, including the ESSC and EFAG as required. This will include a briefing session with the MoES and EFAG representatives,

- Review and follow-up on the accomplishments of the Fifth ESR of April 2001 Undertakings,
- Review documents on Undertakings and assist in the preparation of a joint position paper on the Undertakings,
- Attend the Sixth ESR and note key issues for inclusion in the *Aide-Memoire*,
- Lead the process of the preparation of the *Aide-Memoire*,
- Perform any other duties agreed by the consultants and USAID/Uganda, in the facilitation of the Review,
- Present a final copy of the Aide-Memoire to the MoES in the agreed upon time frame.

Preparation of the Sixth Education Sector Review

The consultant arrived in Kampala on October 9th. On October 10th an initial meeting was held at 8:00AM at the USAID/Uganda Mission with the Education Office Staff: Sarah WIYANJA, Education Specialist, and David BRUNS, Education Advisor. The meeting provided a good opportunity to review progress in on-going preparations, to identify more specifically the role of the consultant in such activities, to obtain relevant ESR documentation, and to establish the schedule of working meetings with the MoES and EFAG. The final selection of the four (4) Facilitators was also agreed upon and it was agreed that Mrs. Wiyanja would fax the curriculum vitae of these to LTA that very day. Office space and secretarial assistance services were graciously made available to the consultant. Considerable preparatory work had already been accomplished by Ms. Wiyanja and sound liaison with Government, donors, and other Sector stakeholders involved in the ESR had been established by her.

At 10:00AM the same day at the Mission the consultant participated in a meeting of the EFAG Coordinating Committee for ESR6. The meeting involved a review of a draft of the Position Paper of the MoES containing progress on the Undertakings agreed upon at the ESR5 of April 2001. A number of issues and points needed clarification and these were identified for discussion later that morning at 11:30AM at a meeting with the MoES. This last session with the MoES senior officials greatly helped to clarify a number of key issues. It was felt that such clarification would facilitate the production of the proposed *Joint (GoU/EFAG) Position Paper on the Undertakings for the October 2001 Education Sector Review* to be presented at the ESR itself. During the same meeting, a review of the on-going preparations was made and everyone seemed satisfied with the progress. Needless to say, these three meetings served to bring the consultant up to date on status of ESR preparations.

The consultant spent the next several days reading the relevant Sector background material and documentation relevant to the ESR key issues. Informal meetings with the Mission staff to discuss aspects of these documents proved very informative.

On Friday October 12, the consultant was invited to participate in a day-long workshop organized by the MoES to discuss the two studies that had been commissioned at ESR5 last April 2001. One study dealt with the utilization and accountability of the funds distributed to the Local Governments under the UPE Capitation Grants program. The other involved the development of a policy framework for the education of disadvantaged children. Both studies were discussed in both plenary and working group sessions. Since these studies were to be presented formally during ESR6, the discussions contributed importantly to the preparations of the forthcoming Review.

On October 15 several meetings were held with the local LTA consultant, Mrs. Christine KIGANDA, also engaged to assist the USAID/Uganda Mission. These meetings enabled the two consultants to discuss their respective responsibilities and duties, logistics of the LTA Team, relations with the MoES and EFAG, etc. The local consultant having participated in previous ESRs and being most knowledgeable of the Education Sector in Uganda proved an excellent source of information and contributed significantly to the consultant's process of familiarization with the Sector and the ESR.

The selection of the Facilitators having been previously confirmed with LTA Headquarters, a meeting with the four Facilitators was scheduled for October 16 at USAID. During the meeting the background of the ESR activity was presented since none of the Facilitators had heretofore participated in such an activity. Then each Facilitator was assigned his area of specialization in the context of the themes of the four proposed four Working Groups. The role and responsibilities of the facilitator were discussed in depth as per the Terms of Reference that had been prepared by LTA. Various documents were also distributed to serve as background to the Working Group discussions during the ESR. Given the importance of the Rapporteurs in the Working Groups, the role of these was also discussed. Lastly, there was announced the critical meeting at the MoES fixed for Thursday October 18, at which meeting the respective roles of the Facilitators and Rapporteurs would be jointly discussed and agreed upon.

The consultant joined the EFAG members who were assembled *en banc* for a day-long session on Wednesday October 17. The meeting was a follow-up of the October 10 meeting with the Group's Coordinating Committee that had already identified in the draft Position Paper of the MoES a number of issues concerning the specific Undertakings agreed upon in ESR5 in April 2001. These issues were discussed in a lively exchange and positions formulated and agreed upon for subsequent submission to the MoES, scheduled for the next day October 18. A number of donors were represented by staff from their respective headquarters and this greatly enhanced the interaction of the members present. The Group now felt confident of being able to contribute meaningfully to the production of a sound Joint Position Paper to be presented at the ESR. These discussions further enabled the consultant to familiarize himself with the broad implications of the different key issues and target Undertakings under consideration.

The meeting of the EFAG Coordinating Committee with the senior officials of the MoES took place the following day (October 18) and provided an excellent opportunity for a very fruitful exchange between the two major players in the development of the Sector. A

meeting of minds quickly emerged and the drafting of the Joint Position Paper was initiated. Since both groups had been very much involved in initially formulating the Undertakings in ESR 5 last April 2001, agreement on the presentation of progress achieved over the past six months was quickly reached. As a final agreement to handle any operational difficulty that might arise during ESR6, it was decided that a small groups of MoES and EFAG members would meet every evening at 6:00PM to review the ESR activities of that particular day and address the problem issues as needed. The two LTA consultants were cordially invited to join this group. This provided the consultants with an excellent opportunity to be directly involved in the daily operations of the ESR and to contribute vital technical assistance.

While preparations were moving along well at the level of reports, the joint meeting of the Facilitators and Rapporteurs was convened on Friday October 19 at the MoES. This working meeting allowed both groups to determine how best to collaborate in meeting their respective responsibilities. Fortunately, the Facilitators had previously been carefully briefed on their role and responsibilities so that they were more easily able to relate to the required liaison with their counterparts. Eight Rapporteurs (two per Working Group) had already been selected by the MoES based on their familiarity with the proposed themes of the Working Groups. The decision to have two Rapporteurs was based on past experience when a lone persons could not adequately manage to handle appropriately the volume of recording activity involved. Agreement was then reached on the format with which the Rapporteurs were expected to organize and prepare the final Working Group Reports which reports were expected to furnish a major input to the *Aide-Memoire*. Another innovation entailed the appointment of a Chief Rapporteur who would be responsible for coordinating the work of all the Rapporteurs and would also serve as a trouble shooter during the Working Group Sessions. The Chief Rapporteur then wisely proposed that the Facilitators and Rapporteurs should meet each morning at the ESR venue prior to the start of the ESR program for the day. This suggestion was unanimously agreed upon. Subsequently, the daily review session served to address unforeseen problems quickly and to deal with various operational constraints that inevitably arise on such occasions.

Participation in the Sixth Education Sector Review

The ESR6 was carried out from October 22nd through 29th at the Nile Hotel International Conference Center (ICC) in Kampala. Approximately three hundred (300) were invited and participated actively in the deliberations. The program was divided into two principal sets of activities: plenary sessions and working group sessions. Relevant background material and documents specific to the particular plenary session were provided the participants. Chairpersons and Discussants were appointed to oversee each plenary session. Presenters delivered the major studies and reports on the program. Broad discussion was encouraged and active interaction took place after each presentation. While the consultant by this time had been able to gain a measure of familiarization with the topics presented, he did not feel competent to make any interventions during the plenary sessions. However, it was possible to take appropriate notes and to compile these for possible integration into the *Aide-Memoire*.

Both the MoES and the EFAG strongly urged the consultant to participate in the Working Group Sessions. Each participant was assigned to one of the four Groups. The consultant was requested to join Working Group I that discussed the following Sector issues: the budget performance for FY 2000/01, the budget for FY 2001/02, the Medium Term Budget Framework – FY 2002/03 – FY 2004/5, and Decentralized Strategic Planning. Given the consultant's own professional experience and expertise, he found himself able to interact meaningfully with his colleagues.

In addition to his participation in a particular Working Group, the consultant, together with the local LTA consultant, was able to assist the Facilitators and the Rapporteurs of the four Groups in the preparation of their respective Working Group Reports. As mentioned earlier, a Report format had been developed and this greatly facilitated the organization of the different discussions that had arisen in the Groups.

The Conference Center provided for all food services each day and this allowed the consultant to meet a large number of participants over coffee/tea breaks and lunch. These informal meetings made for further familiarization with ESR issues, but also made possible the collation of a good number of valuable observations to be integrated subsequently into the *Review of the Review* document.

Preparation of the *Aide-Memoire*

A major responsibility of the LTA Team was the production of a final draft of the *Aide-Memoire* for presentation on the last day of the ESR (October 26th). As per the Scope of Work (SOW) of the consultation, Mrs. Kiganda was primarily responsible for the development of the preliminary and final drafts of the document. Following the presentations and discussions of both the Plenary and Working Group Sessions through Thursday October 25th, the development of a first draft of the proposed document was started in the evening of the 25th and this exercise lasted until the wee hours of Friday the 26th. Representatives of the MoES, the EFAG, the Facilitators and Rapporteurs formed a working committee that strove diligently to draw up the initial working draft. The long hours of work resulted in a preliminary draft of the *Aide-Memoire* for presentation and discussion during the two Plenary Sessions of the last day of the ESR. The document stimulated considerable discussion and provided some important contributions for integration into the ultimate draft version. Integration of the Plenary Session interventions was made on Monday October 29 at the MoES under the direction of and the active participation the LTA consultants and senior staff of the MoES. As per ESR operational policy, a final draft of the *Aide-Memoire* was submitted to the Permanent Secretary of the MoES on Wednesday October 31st for final consideration. Copies of the final *Aide-Memoire* will be distributed by the MoES to all participants by November 12th, 2001.

Preparation of the *Review of the Review*

The MoES and the EFAG believe that an important contribution to the success of the past bi-annual ESRs has been the development of a review of the process involved in

each ESR. The consultant was responsible for the production of this document by drawing upon the observations, suggestions, and recommendations of the participants and agencies that participated in ESR6. To assist in drawing upon the reactions and evaluations of the participants, the MoES developed a questionnaire that was distributed to all persons who participated in one fashion or another in ESR6. The consultant collated and analyzed the contents of these questionnaires. A first draft of the proposed document was prepared, distributed, and discussed with various MoES officials and EFAG members. As per the SOW of the consultant a draft of the document was submitted to the USAID/Uganda Mission Education Office on November 2nd, 2001.

Conclusion

The consultant believes that a quotation from the *Aide-Memoire* for the Sixth Education Sector Review summarizes well an appropriate conclusion to this Report: *"In terms of process and smooth operation, this has been the most successful Review and demonstrates clear progress in the development of the SWAp in Education and in the Partnership."* The work of ESR6 and of all those who participated in it illustrates that indeed the collaboration of Government and the donor community has grown to be a valuable and fruitful one. In the light of the huge challenges that still confront the Education Sector in Uganda, such a collaboration is critical to any sound solution to these challenges. Hopefully, the close cooperation that has marked ESR6 will continue to grow, to strengthen, and to contribute to the development of the quality of education that all the youth of Uganda richly deserve.

Acknowledgements – At the completion of the consultation, it is indeed a pleasant task to acknowledge with a deep and sincere sense appreciation the invaluable assistance that was provided to the consultant over the period of the Review. A special note of thanks is due to Government and the various concerned national Ministries, particularly the MoES, and to the representatives of the donor community residing in and outside of Uganda. The Education Sector in Uganda is extraordinarily vibrant and professional and its many representatives contributed importantly to making the consultant's short sojourn in Uganda a most stimulating and challenging one. A particular sense of gratitude is extended to all the staff of the USAID/Uganda Mission whose gracious assistance proved invaluable; among these the Education Office Staff of the Mission deserve special commendation for their generous availability of time and professional attention. Lastly, the consultant is pleased to express a word of thanks to his professional colleagues of L.T. Associates, Inc. who provided such valuable assistance in support of the consultation mission.

